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ADJACENT LANDOWNERS

AN OPPORTUNITY TO COORDINATE RECREATION RESOURCES

Ketchikan Area
Tongass National Forest

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Date

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ABSTRACT

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ABSTRACT: In the last ten years the landownership pattern on the Ketchikan Area, Tongass National Forest has changed dramatically. Approximately 451 thousand acres of the 5.5 million acres base on the Ketchikan Area will have been transferred in title to either the State of Alaska or Native corporations as a result of the Alaska Statehood Act of 1959 and the Alaska Native Claims Settlement Act of 1971. This paper analyzes what studies have been done in the field of recreation, especially in Alaska, to determine recreation opportunity coordination between adjacent landowners. The paper then describes a procedure (questionnaire) for soliciting State and private attitudes toward recreation management on their respective lands. The ten major land owners within the Forest boundary were surveyed and the results of this survey are displayed. Eight of the ten groups responded to the questionnaire. Responses ranged from no interest at this time to a great interest in developing a recreation program and also coordinating with the Forest Service on recreation opportunities.

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CHAPTER I - STATEMENT OF PURPOSE

A. Introduction

Suppose you and I each own a thousand acres of forest land side by side. You, being the good conservationist you are, decide to develop a portion of your land for birdwatching activities. After all, the land you own is not too far from a major city and a lot of folks have expressed interest in birdwatching. So you invest some capital, develop a refuge and charge the general public a nominal fee to experience a natural setting and watch the birds in a primitive environment.

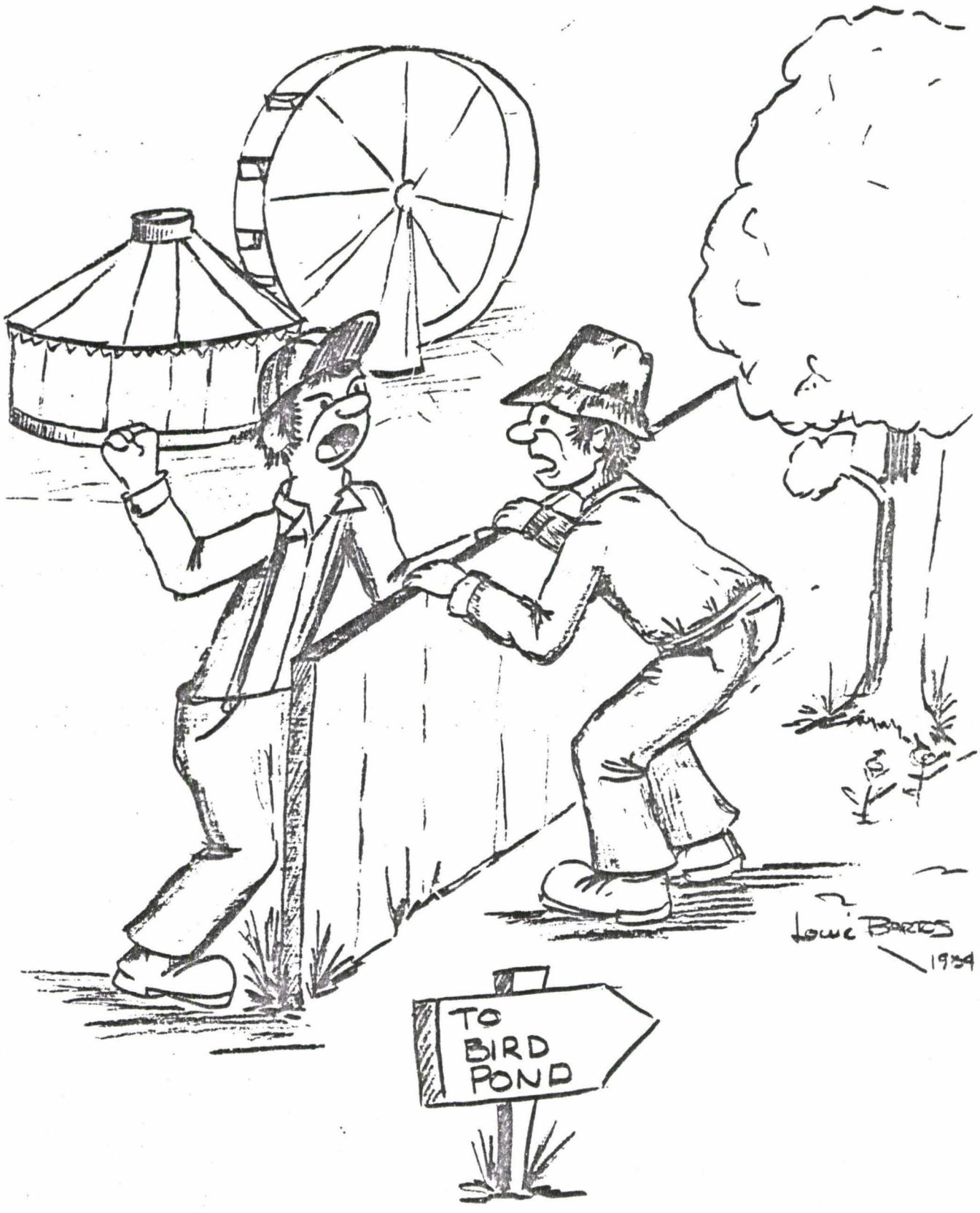
I on the other hand, am a little more profit oriented. I see the potential to develop an amusement park on a portion of my land. After all, the land I own has a nice lagoon (where I have noticed more birds lately) and this spot is not too far from a major city. Also, a lot of folks have expressed interest in an amusement park.

The scenario that is developing could cause both of us as landowners a lot of grief, much less added expenditures, and hard feelings. The point is clear. In order to develop sound management plans for recreation, as well as for any resource, good communications must exist between adjacent landowners. It does not really matter who the adjacent landowners are; city, county, state, federal governments, or private landowners. The time and effort it takes to let your neighbor know what is going on and even to ask his opinion (taken or not) can reap many benefits in the form of better land management for the landowners and better service to the public.

With this thought in mind, the following objectives have been developed for this paper:

1. Describe <u>why</u> there is a need for the Forest Service to communicate and coordinate with adjacent landowners on recreation objectives, specifically on the Ketchikan Area of the Tongass National Forest.

FIGURE 1



2. Describe some studies involving recreation that have been done in the "Lower 48" to exemplify coordination between adjacent landowners. Then more specifically, what recreation studies have been done in Alaska and to what degree mixed landowners have been involved in these studies.

3. Outline the procedure developed for establishing and distributing a survey on recreation attitudes.

4. Analyze the results of the survey.

5. Finally conclude by noting some observations from the project and making some recommendations for follow-up.

There are two goals for writing this paper: to demonstrate to all resource managers who may be concerned with this situation the need to communicate between landowners and to provide some information on recreation attitudes that may be useful to develop resource planning on the Ketchikan Area, Tongass National Forest.

B. What is the Problem?

There isn't any. But there sure is opportunity, an opportunity to develop sound recreation resource planning with input from adjacent landowners. Perhaps nowhere else in the United States is this opportunity as timely as in Alaska. There are at least three reasons why it is important to act now on laying groundwork for recreation planning in Southeast Alaska.

1. Increased Demand for Recreation

National - The demand for more recreational activities is ever increasing in America. In the year 1850 the average work week in America was 70 hours (not much time for a round of golf). In 1975, the average was 38 hours and it is proposed that by the year 2000 the average American will only spend perhaps 32 hours "behind the desk".(7) More leisure time means more time to recreate. Increased family income, advanced automation and

technology, changing philosophy (I want to do my thing), and increased mobility have all added to the pressures of higher demand for recreation. Even recessions do not seem to slow down America's quest for recreation. During the recession of 1980, sales of sporting goods rose to 8.6 billion dollars, up from 8 billion in 1979.(14)

With all the demands being placed on the recreation resources in America, it is not uncommon for conflicts to occur. We assume that people are motivated to visit recreational areas to fulfill their recreational goals, whatever they may be.(6) If these goals cannot be attained these people may either quit that particular activity, compete for their desired optimum experience, conceed to a marginal experience, or seek other areas where that recreational experience can again be attained to a high degree--maybe even in Alaska!!

Alaska - There can be no question that more and more people are looking to Alaska for recreation. Use figures in the Alaskan Region may be low in comparison with other Forest Service regions, but the rate of growth is staggering. In 1945, an estimated 30,000 visits (entrances to an area or site) were recorded by the Forest Service; while in 1950 there were over 100,000 visits. By 1959, the estimate was over 780,000.(3) In 1982, recreation use on the Tongass National Forest alone was 2.2 million recreation visitor days and will reach, in all probability, 3.7 million visitor days by 1985.(13)

Some other interesting observations (13) that support an increasing trend in recreation use in Alaska are:

Tourism is the third largest industry in the State, and has an annual growth of 10-15 percent.

The Alaska Division of Tourism has spent $6,565,000 to promote tourism during 1983.

The cruise ship companies running trips through Alaska's inside waters spent $10,000,000 to promote their activities in 1983.

Alaska - Ketchikan Area, Tongass National Forest - The recreational use on the Ketchikan Area, Tongass National Forest, has followed the same trend as both the nation and the State. Increases in cabin and campground use have been noted in the last five years. In 1981, three applicants petitioned the Forest Service for Outfitter/Guide services on National Forest lands. Individuals have experienced interest in lodge developments on Prince of Wales and Revillagigedo Islands.

Flightseeing visitation (number of persons in planes) to Misty Fiords National Monument Wilderness has increased from about 3,500 persons in 1982 to over 4,900 persons in 1983. Prior to 1979, the number of persons seeing the Misty Fiords area via flightseeing was nearly insignificant. Projected figures for 1984 are about 7,000.(13)

The number of passengers disembarking at the Hollis Ferry Terminal, Prince of Wales Island, has increased from 6,281 in 1979 to 13,466 in 1982. When the recent decrease in the Forest products economy is taken into consideration, this number may well represent an increase in recreational use on Prince of Wales Island.

Yes, when you consider not only the increased recreational demand at each level--State and nationally--but the compounded impact each has on Southeast Alaska the need for a frontal assault on recreation planning becomes obvious.

2. Land Status Changes on the Ketchikan Area

The land ownership pattern on the Ketchikan Area has changed dramatically in the last ten years. Two legislative actions (the Alaska Statehood Act of 1959 and the Alaska Native Claims Settlement Act of 1971) provided for selection rights of about 451,000 total acres of National Forest land on the Ketchikan Area to the State of Alaska and eight Native corporations. As a result of these acts, it is estimated that the number of miles of land line between Forest Service land and other lands has increased from about 400 miles before the Acts to 1,600 miles now. The Native corporations selected in fairly contiguous tracts but the State has selected a number of separate tracts for community development, expansion, and recreation. Appendix A gives a detailed analysis of the land status change. Now instead of a few communities dispersed on otherwise all National Forest land we have a situation of having many large non-federal tracts of land dispersed throughout the Forest boundary. As the State disposes land to the citizens of Alaska, more recreational impacts will be felt on National Forest lands. The Native corporations are presently interested in providing a sound economic base -- mostly in the form of timber production. However, it is feasible to assume that once their expertise and management of other resources expand, recreational opportunities for the private sector may become a management goal of the corporations. It would seem then that asking the Native communities and the State of Alaska what their short and long term goals for recreation are, would help the Forest Service do a better job within the Ketchikan Area in its overall recreation planning.

3. Timing of Recreation Planning - The potential for future recreational opportunities and demands in Southeast Alaska is greater, there is no question. However, the timeliness for recreational planning is now for three appropriate reasons.

a. Although the trend for recreation demand is increasing, Southeast Alaska has not been compromised by recreationists. High value recreational opportunities can be experienced in many areas of Southeast Alaska. A timely plan to channel recreation development will allow us to meet the challenge in an organized and planned manner.

b. The State and Native communities have not been landowners for a lengthy time. Policies and management direction are still being formed within their organizations and a concentrated effort to coordinate opportunities could well benefit both the Forest Service and non-federal landowners in the planning process.

c. National Forest timber harvesting activities in the last ten years have provided new access opportunities on areas of Prince of Wales and Revillagigedo Islands. These areas have been and will continue to become available to the recreationist.

CHAPTER II - WHAT TYPES OF COORDINATION/PLANNING HAVE BEEN DONE IN THE PAST

In 1967, Frank W. Suggitt (Texas A&M University, Department of Recreation and Parks) presented a paper at the annual meeting of the Texas Recreation and Parks Society in Austin, Texas. Suggitt effectively identified a concern for recreation planning: "Every unit of government - city, village, county, state, and federal, has recognized and in varying degrees responded to the need to provide recreation sites, facilities, personnel, programs, and funds. Unfortunately, however, it has been an ad hoc, unit by unit response, usually lagging far behind even the more limited definition of need. Almost no one realizes the economic impact of both public and private recreation upon the tax base, the employment base, and the dollar flow into a community, region, or state." Clearly Suggitt understands the need to plan recreation opportunities in a coordinated timely manner.(10)

There have been some studies conducted which demonstrate a coordinated effort between State agencies, federal agencies, and the private sector. Let us analyze some of these studies. For convenience they are broken down by two geographic categories: Outside Alaska; and Within Alaska.

A. Coordination Outside Alaska

It is the intent of displaying these studies that an awareness of recreation planning be demonstrated. Certainly these studies may well represent but a few examples of recreation planning throughout the U.S. While not specific to Alaska, they do demonstrate some potential ideas.

1. New York State Appalachian Resource Studies(1)

On August 18, 1965 thirteen counties in New York State were declared eligible to participate in the Appalachian Regional Development Program. The program was conducted under the direction of the State of New York and financed by the U.S. Department of Housing and Urban Development. The study was completed in 1970.

A comprehensive plan was developed for 11,858 square miles including agriculture, climate, community facilities, forestry, recreation, and cultural facilities. Phase I included an inventory of resources and Phase II took that information and developed a long range State development plan. Phase II also included an action plan to implement the direction of the long range plan. At last--a plan with a "things to do" list!! This study crossed the Federal/State/Private authority lines which demonstrates that coordination of this type is possible.

2. Committee for Recreation/Education - Sacramento, California(2)

In California people are becoming aware that coordinated recreation planning is beneficial to all. The Committee for Recreation/Education has been established in cooperation with the California Department of Parks and Recreation, the California Department of Education, and the California Department of Parks and Recreation Society. Administrators, staff, and community members felt that the benefits for cooperation were not only in savings of dollars but better service to the public. The main goal of the committee is to pass along information and new ideas which may help the total recreation community.

As a member of the committee so pointedly observed, "Public agencies are facing a period of declining resources and increased taxpayer demand for improved services. In the past, responsible management techniques dictated cooperation and elimination of duplication. Today the situation demands it."

3. Four Corners Regional Commission - Arizona, Utah, New Mexico, Colorado (5).

Organizations in the southwest are also planning for recreation opportunities. The Four Corners Regional Commission is a State and federal partnership under the direction of the U.S. Department of Commerce. The

purpose of this commission is to initiate long range planning, promote private investment, and also initiate and coordinate economic development in 92 counties of Arizona, Utah, Colorado, and New Mexico. Two of the many activities the commission analyzed are tourism and recreation.

Some of the opportunities this commission has pursued in the field of recreation are:

a. Study and analysis of Interstate 70 corridor.

b. Selection and training of Pueblo Indians to conduct educational tours through pueblos.

c. Enlarge a game fish hatchery in New Mexico.

d. Promote a regional tourism information system to provide a continuous source of information on actual economic impacts of tourism in the area.

B. Coordination Within Alaska

The following is a list of recreation studies completed within Alaska. The purpose for listing these studies is to analyze the types of coordination that has been done in the past to meet Alaska's recreational opportunities and goals.

1. (1937) Alaska: Its Resources and Developments (8)

The first major attempt to study recreation potential in Alaska was in 1937 when Congress requested the President to prepare a comprehensive plan for the development of Alaska's resources and economy, recreation being one of Alaska's many resources. The President assigned the task to the National

Resources Committee which in turn assigned the task to the Alaska Resources Committee. The latter was assisted by representatives of ten Federal departments and nine independent Federal agencies, which were concerned with Alaskan affairs.

Limited by time and funds, the committee found it impractical to make more than a few generalizations and recommendations. One piece of advice suggested was that a basic general plan for developing Alaska should be produced. Also, detailed regional plans should first be formulated where development was presently occurring. However, in 1937 Alaska's star was not part of the "union jack" and the thought of an Alaska Native Claims Settlement Act was still in the embryo stage. Therefore, coordination between adjacent landowners meant mostly one Federal agency talking to another.

2. (1962) Alaska Outdoor Recreation Potential (ORRRC) (3)

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958. As part of the commissioner's report, Outdoor Recreation in America, presented to the President and to Congress on January 31, 1962, Alaska Outdoor Recreation Potential was prepared. The study had two basic objectives: (1) an assessment of Alaska's role in outdoor recreation; and (2) the development of a sound, consistent public policy to guide the future of Alaska recreation. The major task of the study was to summarize factors and points of view that dominated public action taken in the past and to analyze changes in public action that appeared to be desirable. The report correctly identified the need for comprehensive planning and State recreation coordination. However, in 1962, the Alaska Statehood Act was barely three years old and the Alaska Native Claims Settlement Act was nine years down the road. The commission's report touched on coordinating with the private sector, but mostly as a user group, or with private agents using the public lands as a resource. Most of the report dealt with coordination between State and federal agencies on recreational policies. Had the complex landownership pattern of 1984 existed in 1962, the commissioner's report may well have addressed in more detail the State/private role in recreation management in Alaska.

3. (1970) Alaska Outdoor Recreation Plan (5)

In 1970, the State of Alaska, Department of Natural Resources, prepared the Alaska Outdoor Recreation Plan in response to the Outdoor Recreation Resources Review Commission (ORRRC). The plan essentially describes Alaska's outdoor recreation potential, analyzes the demand for outdoor recreation, forecasts the demand for additional facilities, and finally recommends a plan for achieving Alaska's recreation potential. At the time of the report, only half a million acres in Alaska were privately owned, so coordination with large landowners which were to result under ANCSA was impossible.

4. (1974) Outdoor Recreation Responsibilities in Alaska (11)

In August 1974 a report, Outdoor Recreation Responsibilities in Alaska, was prepared by the University of Alaska Institute of Agricultural Sciences for the Alaska Division of Parks. The author analyzed the recreation goals, responsibilities, and funding capabilities of all levels of government and examined if these factors overlapped, conflicted or complemented one another. Again, the report's main objective was to compare government agencies. In 1973, there were 54 federal, state, and local agencies with land management responsibilities in Alaska!!

However, there are a few references to the private sector: The report (1) identified the private sector as making many important contributions by supplying specialized facilities and activities to the public; (2) identified the impact the Alaska Native Claims Settlement Act will have on the landownership pattern of Alaska (conveyance of 40,000,000 acres of land = 11 percent of the State's total). Also the Act (ANCSA) contains a provision requiring each village corporation to transfer at least 1,280 acres from its selection to the municipal government for community facilities. This includes community parks, open space, and recreation facilities; (3) recommends the private sector be encouraged to put financial resources into outdoor recreation in Alaska. The report also makes some general observations of ANCSA: (a) "Certain Native corporations will find it easier to develop a

viable tourist industry because of advantages in access, service facilities, scenic quality, etc."; (b) "Native corporations must balance the need of villages for recreation opportunities with the need to select income producing property. Recreational opportunities of interest to tourists will be of economic revenue." As is often the case, reports such as this talk in general terms of recreational objectives and do not give the "on-the-ground" land manager specific targets. This situation occurs because planning at the State level could hardly be site specific for 364 million acres.

5. (1979) Outdoor Recreation in Alaska(4)

As a result of the Alaska Native Claims Settlement Act (1971) a joint federal-State land use planning commission for Alaska was created by Congress and the Alaska Legislature to provide a State-wide land use planning process that will insure the compatible economic development of the State. As part of this charge, the commission completed a study and report on outdoor recreation in Alaska and developed a set of recommendations to the State and federal government regarding policy and planning for public recreation activities. Research for the study included a series of interviews with persons active in the field of recreation, including air charter operators, sports store managers, government officials, guides, and numerous other individuals involved in providing for public recreational activities. However, no one from a Native corporation was interviewed to evaluate what role they may have in recreational opportunities of Alaska.

The recreational responsibilities and programs of federal, state, and municipal governments were also analyzed. The report thus decribed the patterns and trends in recreation activity and the impacts of recreation on various types of land ownerships (mostly government). The role of the federal, state, and municipal governments are outlined. The report also described a system for coordinating federal, state, and municipal recreational planning on a regional basis, and identifies the State as having the primary responsibility for state-wide and regional recreational planning. The State is also responsible for coordination of the many providers of public recreational opportunities.

6. (1979) Tongass Land Management Plan - Tongass National Forest (12)

The Tongass Land Management Plan (TLMP) was implemented in April 1979 on the three areas of the Tongass National Forest, including the Ketchikan Area. This plan was a land allocation process by which all National Forest lands on the Tongass were given a land use designation classification: LUD I = Recommended Wilderness; LUD II = Roadless Areas; LUD III = lands managed for a variety of uses including recreation; and LUD IV = lands managed primarily for commodity or marketed resources.

During this land allocation process, all phases of National Forest resource potential were analyzed: recreation, timber, fish and wildlife, minerals, soils, watershed, etc. These resources were analyzed by an interdisciplinary team composed of a number of disciplines (i.e., forester, transportation planner, wildlife biologist, hydrologist, soil scientist, landscape architects). During the planning process of TLMP the general public (including the Native corporations and State) had ample opportunity to comment on the development and implementation of TLMP. However, the document is specifically a USDA Forest Service product and the input by the public was mostly in the form of issues and concerns of National Forest lands, not of specific coordination between adjacent landowners (i.e., State, federal, private). Also in 1979, many Native corporations were still in the process of acquiring their lands under ANCSA and not really geared up to analyze the impacts of TLMP on their own lands.

7. Environmental Analysis Process - USDA Forest Service

The process closest to the ground that the Forest Service uses to plan and implement projects is the Environmental Analysis. Projects may be as simple as putting a private mail box on National Forest land, or as complex as a Wilderness Plan, a 50 million board foot timber sale, or a proposed outfitter/guide operation. Depending on the complexity of the project, the

general public has a voice in the planning process; the more complex and controversial the project, and the more potential for impacts there is, the more public input is sought. Again, this document is specifically a USDA Forest Service product and input by the public is usually in the form of issues and concerns of National Forest lands, not of specific coordination between adjacent landowners.

In summary, there has been much recreation planning done throughout the country, and specifically in Alaska since 1937. Most of the coordination between adjacent landowners has been accomplished at the local levels (i.e., TLMP, EA). This observation may be due to the complexity of State level planning and the inability to provide site specific planning direction at that level for recreation. Also, the time element of most planning at the State level has been premature for close coordination between newly formed landowners, both the State of Alaska and Native corporations.

CHAPTER III - THE SURVEY

By this time, it should be obvious that coordination and communication between adjacent landowners is important for resource planning. The next questions then become: To what audience should the concerns be addressed? Also, in what form should adjacent landowners be surveyed and what questions should be asked?

A. The Audience

As discussed earlier in this project, the land status has changed dramatically on the Ketchikan Area in the last ten years (Appendix A). Eight Native corporations and the State of Alaska will have acquired approximately 457,000 acres of National Forest lands on the Ketchikan Area. With this thought in mind, these nine organizations were included in the survey. Also included was a tenth organization, the Annette Island Indian Reservation, which controls about 90,000 acres of land in the vicinity of Ketchikan. As far as the author was able to conclude, these Native communities have not previously been asked what their recreational preferences are (if any). Although the State of Alaska's general philosophy on recreation management is stated in numerous publications, they were included in the survey because of their substantial land holdings in the Ketchikan Area. A listing of the ten organizations that were surveyed can be found in Appendix B.

B. The Media

A questionnaire was distributed through the mail to the ten organizations. Included with the questionnaire was a letter of explanation and a self-addressed envelope. The point was stressed that better understanding of their recreational philosophy would allow the Forest Service to do a better job of recreation planning. A copy of the letter is in Appendix C. The survey was sent out December 9, 1983, with a requested due date of January 16, 1984. During the first week of January, all parties were

contacted to insure that they had received the questionnaire, and they were asked if they had any questions concerning the questionnaire or purpose of the survey. Three of the parties said they did not receive the questionnaire so each was immediately sent another copy of the letter and questionnaire with a "thank-you" note.

C. The Questions

The survey consisted of four questions directed at the recreation potential of each organization (see Appendix C). In developing the questions it had to be determined if in fact there is an interest in developing a recreation resource on the organization's land. To help understand the questions, each was prefaced with an introductory sentence or paragraph to provide informational background and describe examples of opportunities.

The Forest Public Information Officer helped set up the questions (Thanks Carl!). The following list consists of the specific questions and the reasons for asking each:

1. What role (if any) do you feel your organization has in providing recreation opportunities for the general public? The purpose for asking this question was to determine if the organization had done any recreation planning involving public opportunities. At this time does the organization see the potential for supplying recreation activities to the public?

2. What role do you see emerging on your lands in the following specific activities - (a) outfitter/guide, (b) campgrounds, (c) resorts/lodges, (d) hunting, fishing, firewood, and (e) other? Now we are talking specifics. If there is an interest in developing recreation on their respective lands these are some opportunities. Have they considered them? Another benefit for being specific is that many outdoor recreation activities should be analyzed for development on private lands as opposed to National Forest lands. If an organization expresses interest in any specific activity, the Forest Service can put a proponent of the activity in touch with that organization.

3. What role do you feel the Forest Service may have in helping you develop the recreation opportunities on your land? The door is open. Can the organization suggest ways in which the Forest Service may coordinate activities, offer advice or support their recreation program?

4. With a 10-15 year planning time frame in mind, what potential opportunities (if any) for recreation do you foresee on your lands? If the group does not have any short term plans for recreation development or activity on their lands, perhaps the future holds more possibilities. It also takes time to plan some activities such as a ski area; do they have any in mind?

CHAPTER IV - RESULTS OF THE SURVEY

A. Introduction

Questionnaires were sent out to the ten various large landowners (Appendix B) within the Ketchikan Area, Tongass National Forest. Six of the groups answered the questionnaire and sent in tneir responses. These responses are on file at the Ketchikan Area office, Tongass National Forest. Although the Kavilco Corporation did not fill out their questionnaire, the President of Kavilco indicated by phone they were not interested in develoing recreation opportunities for the public at this time. Shaan-Seet indicated that they could not respond to the questionnaire until land conveyances had been completed between the City of Craig and themselves.

B. Specific Questions Answered

The following is a list of the questions asked and a summary of the responses received by each participating group:

1. Question I - What role (if any) do you feel your organization has in providing recreation opportunities for the general public?

a. Cape Fox Corporation felt that their land has potential to be used to develop facilities for the general public.

b. Klawock-Heenya Corporation specifically addressed a baseball field, and a potential trailer park in the vicinity of Klawock for overnight camping. The trailer park (a City venture) would depend on available funding.

c. Klukwan Corporation has not planned to provide recreation opportunities for the general public at this time.

d. The State of Alaska referred to and sent along its publication Alaska State Park System: Statewide Framework. This document cites the Alaska Division of Parks as the responsible State agency to develop a variety of the State's recreational, scenic, and historical resources. Clearly, the State has taken a positive step towards recreation opportunities in establishing State park units for the general public.

e. Sealaska Corporation noted that the only legal role they have as defined by ANCSA is to honor reserved easements across their lands for public access. They also point out the potential conflict between general recreation activities and reliance on lands and water areas for traditional subsistence uses.

f. Haida Corporation does not see a role to provide recreation opportunities to the public.

2. Question II What role do you see emerging on your lands in the following specific activities, (a) outfitter/guides, (b) campgrounds, (c) resorts/lodges, (d) hunting, fishing, firewood, (e) other?

a. Cape Fox noted that the location of their land (proximity to Ketchikan) and the miles of shoreline make campgrounds, resorts/lodges, hunting, fishing, and firewood gathering possible items of consideration.

b. Klawock-Heenya also noted the possibility of campgrounds, resort/lodges, hunting, fishing, but questioned firewood gathering by the public as a valid use on their land.

c. Klukwan indicated none of these specific activities are planned in the management strategy.

d. The State of Alaska noted that all the specific activities are increasing in demand. They noted that use of State park lands by outfitter/guides has drastically increased. Operation of park facilities by private concessions is also being considered. The State feels they have a definite role in providing these activities for public enjoyment.

e. Sealaska indicated no specific corporate policies for the subject activities have been established for their land at this time, but by year end (1984) they will have specific policies dealing with recreation. They periodically receive recreation-oriented business proposals which are considered on a case-by-case basis.

f. Haida does not have a role in public recreation development because their development is oriented towards other business interests.

3. Question III - What role (if any) do you feel the Forest Service may have in helping you develop the recreational opportunities on your lands?

a. Cape Fox suggested holding meetings between the Forest Service and their corporation once or twice a year to develop agreeable management on shared drainages or lakes.

b. Klawock-Heenya asked if there was any Forest Service funding available to develop any specific activities (campgrounds, or resorts) on Native lands. They also expressed an interest in meeting with any interested party that might want to lease land from Klawock-Heenya to develop a recreation resort.

c. Klukwan indicated they did not see a Forest Service role in helping them develop recreation opportunities since they are not planning any.

d. The State of Alaska suggested three ways in which the Forest Service and State could cooperate to better serve the public:

(1) Coordination of Forest Service lands and State marine parks to achieve a complete system (the State administers the tidelands in Alaska from mean high tide to three miles seaward).

(2) Cooperative management agreements for law enforcement, cabin maintenance, trails, and recreation sites.

(3) Coordination of information in the form of brochures to include opportunities of other agencies, and of programs, especially on the marine highway (inside passage of Alaska).

e. Sealaska sees the need to coordinate any recreation activity with adjacent property owners whether or not Sealaska becomes involved in developing recreation facilities. They also see a need to educate the public as to the management of private lands for purposes other than recreational use especially when a user is at a recreational facility on Federal lands that are adjacent to private lands.

f. Haida does not anticipate any need for the Forest Service to help them develop recreation opportunities.

4. Question IV - With a 10-15 year planning time frame in mind, what potential opportunities (if any) for recreation do you foresee on your lands?

a. Cape Fox indicated potential for recreation residential sites or buildings, floathouse "group" sites, camping sites for vehicles, and providing access to firewood cutting.

b. Klawock-Heenya noted that the potential development in the Klawock, Alaska area for deer/duck hunting and freshwater/saltwater fishing is high. "The person or persons who makes first entry into building a resort in the Klawock Lake area should prove successful."

c. Klukwan indicated they would purchase an existing operation for development of recreation potential on their lands.

d. The State of Alaska listed seven possibilities of future operations on their lands:

(1) dispersed recreation - marine parks
(2) remote recreation cabins
(3) guiding and other private operations
(4) trails - all levels including year around
(5) research and education
(6) historic site development
(7) day use areas

e. Sealaska stated there have been no specific opportunities identified at this time.

f. Haida does not anticipate any recreation developments on their lands within the 10-15 year time frame.

C. Summary

Questionnaires were sent to ten groups controlling lands within the Ketchikan Area of the Tongass National Forest. Six participants responded to the questionnaire by mail. The State of Alaska, Cape Fox, Klawock-Heenya, and Sealaska all expressed interest in developing recreation opportunities on their respective lands and coordinating planning activities with the Forest Service. Klukwan and Haida did not express an interest in recreation opportunities at this time.

Surveys were not received from the Annette Island Indian Reservation, Kavilco, Kootznoowoo, or Shaan-Seet. All these groups were contacted after the questionnaire was sent out to insure they had received the transmittal letter and survey. Shaan-Seet preferred to wait until the reconveyance of lands with the City of Craig had been completed. Kavilco responded by phone and stated they have no desire to pursue recreation potential at this time.

Table Summary

	Does Group Have Role	Interest In Specific Activities	Need For F.S. Role	Activities in 10-15 Year Plan
Cape Fox	Yes	Yes	Yes	Yes
Klawock-Heenya	Yes	Yes	Yes	Yes
Klukwan	No	No .	No	Maybe
State of Alaska	Yes	Yes	Yes	Yes
Sealaska	Maybe	None Yet	Yes	None Yet
Haida	No	No	No	No
Kavilco	No	No	No	No
Annette Island	N/A *	N/A	N/A	N/A
Kootznoowoo	N/A	N/A	N/A	N/A
Shaan-Seet	W **	W	W	W

N/A * = No Response Received.

W ** = Preferred to wait until land conveyances are completed.

CHAPTER V - SUMMARY AND CONCLUSIONS

A. Summary of Procedures and Findings

During the last ten years the land ownership pattern of the Ketchikan Area, Tongass National Forest has changed dramatically with about 451,000 acres passing from Federal ownership to State and private hands. The ten major landowners within the Ketchikan Area, Tongass National Forest were sent questionnaires asking about recreation philosophy in their land management planning. Of the ten surveys sent out, seven groups responded by mail and one by phone. These eight responses ranged from no interest at this time to very much interest in developing recreation opportunities, and in fact showing specific interest in opportunities such as resorts.

B. Conclusions

Based on the findings and within the limitations of this study, the need for close coordination between adjacent landowners has been demonstrated. As a result of the survey technique, new opportunities for recreation activities have surfaced which may well benefit the public in both the short and long term. These benefits may also be seen in the form of economic growth among those groups who demonstrated an interest. The fact that recreation demand is growing nationally, statewide, and within Southeast Alaska suggests that the organizations who are ready for the demand will benefit economically. They may also provide the general public more recreation opportunities.

Close coordination between landowners for recreation potential and activities also enables the land manager to plan for impacts resulting on his neighbors land as well as take advantage of recreation opportunities. For example, the Craig District Ranger probably would not request to build a campground near Klawock without checking the status of the trailer park mentioned in Klawock-Heenya's response.

C. Discussion and Recommendation

During the course of this paper, the need for close communications concerning recreation between adjacent landowners has been demonstrated. Increased demand for recreation, land status changes, and the timeliness of developing Alaska's recreation resource all add together to signify the need for close coordination. Examples of studies which have included recreation coordination have been displayed. In Alaska a number of studies have been done to demonstrate the need for recreation planning and defining of the roles in this process. However, there has not been much communication at the local levels to coordinate potential recreation activities by adjacent landowners. There are two main reasons for this: (1) only recently has the State and private sectors picked up large tracts of land; and (2) because of the size of the land mass recreation planning at the State level can hardly be site specific. Borough (county) planning is helping to shorten the gap between State and local levels, but not all of Alaska is organized into boroughs, and this planning process is just getting started.

In an effort to determine recreation philosophies and start a communication process, ten major landowners were surveyed. The wide variety of responses that were received indicate the wide spectrum of recreation philosophies among the organizations. As would be expected most of the Native corporations are first developing their timber resources. A market for timber products has been demonstrated and this resource will increase their capital position. Some of the corporations are interested in developing recreation potential now and the Forest Service resource manager would be wise to pursue coordination with those groups. The State of Alaska has indicated a willingness to coordinate recreation activities with the Forest Service as demonstrated in their survey response.

In conclusion, the following recommendations are made based on the information gathered during this project:

1. The survey was intended as a starting point to develop good communication with the ten organizations on recreational potential. District Rangers may want to take the information and proceed to develop their communication at the district level. The R.O.S. (Recreation Opportunity Spectrum) form or classification could be used to help form a common starting point when discussing recreation activities on both Forest Service and other lands.

2. In working with these groups, it helps to remember that the role of Forest Service recreation management is one of serving the public through coordination of recreation planning with the private sector. The Forest Service should not compete with the private sector but plan our strategy in harmony with their management objectives.

3. Some of the groups surveyed have identified specific recreational opportunities on their land base. The District Ranger may want to act as a third party in some cases putting interested parties in touch with those groups. For example, the Craig District Ranger may want to put someone who wants to develop a lodge in touch with the Klawock-Heenya Corporation.

4. Recreation management should not be treated as a separate entity but rather analyzed with other resources through the Forest Service planning process. It is suggested that the information gathered in this report and subsequent data be used in: (a) local environmental analysis at the Forest level for site specific projects (i.e., campground EA); (b) area planning studies (i.e., Cleveland Peninsula, Revilla Island); and (c) the update of the Tongass Land Management Plan scheduled for 1989.

5. The State of Alaska is the lead agency for the overall planning of recreation in Alaska. A concentrated effort should continue to be made to inform the State of Forest Service recreation activities and to coordinate with the State on potential cooperative ventures. The Supervisor's Office should take the lead and follow up with the State on those possibilities outlined in their response.

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APPENDIX A

TONGASS NATIONAL FOREST
KETCHIKAN AREA LANDS OVERVIEW
(as of 1/1/84)

With passage of the Alaska Statehood Act in 1959, the Alaska Native Claims Settlement Act (ANCSA) in 1971, and the Alaska National Interest Lands Conservation Act (ANILCA) in 1980, the land status within the Tongass National Forest has changed significantly in the last 10 years, and will continue to do so until all land allocations to native corporations and the State of Alaska are completed. The State of Alaska is entitled to select up to 400,000 acres of National Forest land in Alaska for community development and recreation. To date, the Forest Service has approved 31,714 acres of land on the Ketchikan Area for State selections (21,409 acres on Prince of Wales Island). The State has selected an additional 24,523 acres on the Ketchikan Area (19,459 additional acres on Prince of Wales Island).

Under the terms of ANCSA (and also ANILCA), six village corporations within the Ketchikan Area are each allowed to select 23,040 acres of National Forest land, and one village corporation is allowed to select 21,440 acres. Sealaska, the Regional Corporation for Southeast Alaska, was allocated an estimated additional 273,000. To date, all seven village corporations have made land selections and most have lands conveyed. Sealaska has made selection on 198,000 of their estimated entitlement. After land allocations on the Ketchikan Area are completed, 56,237 acres of National Forest lands may pass to State ownership, and 396,693 acres of National Forest lands may pass to the native corporations.

Corporation	(Acres) Entitlement	(Acres) Conveyed	(Acres) Remaining
*SEALASKA REGIONAL CORP.	235,413 ±(est)	197,826	37,587 ±(est)
Shaan Seet, Inc. (Village) [Craig]	23,040	21,608	1,432
Haida Corp. (Village) [Hydaburg]	23,040	20,810	2,230
Kavilco, Inc. (Village) [Kasaan]	23,040	23,040	0
Klukwan, Inc. (Village) [Klukwan]	23,040	21,349	1,691
Kootznoowoo, Inc. (Village) [Angoon]	21,140	6,983	14,157
Cape Fox Corp. (Village) [Saxman]	23,040	17,781	5,259
Klawock-Heenya, Inc. (Village) [Klawock]	23,040	20,260	2,780
Subtotal	394,793 (est)	329,657	65,136 (est)
State of Alaska **	56,237 (est)	31,714	24,523 (est)
Total	451,030 (est)	361,371	89,659 (est)

* Estimate 235,413 acres of 273,000 will be selected on Ketchikan Area.
** State of Alaska is entitled to 400,000 acres total on NF in Alaska. This figure is for Ketchikan Area only.

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* Estimate 235,413 acres of 273,000 will be selected on Ketchikan Area.
** State of Alaska is entitled to 400,000 acres total on NF in Alaska. This figure is for Ketchikan Area only.

APPENDIX B

PARTICIPANTS IN SURVEY

1. Mr. Byron Mallott
   Sealaska Corporation
   One Sealaska Plaza, Suite 200
   Juneau, AK 99801

2. Cape Fox Corporation
   W.K. Williams, President
   P.O. Box 8553
   Ketchikan, AK 99901

3. Haida Corporation
   Percy Frisby, President
   P.O. Box 91
   Hydaburg, AK 99922

4. Kavilco, Inc.
   Louis A. Thompson, President
   Kasaan, AK 99924

5. Klawock-Heenya Corporation
   Leonard Kato, President
   P.O. Box 25
   Klawock, AK 99925

6. Klukwan, Inc.
   William A. Thomas, Jr., President
   P.O. Box 594
   Haines, AK 99827

7. Kootznoowoo, Inc.
   Ivan Gamble, President
   P.O. Box 116
   Angoon, AK 99820

8. Shaan-Seet, Inc.
   Glen Charles, President
   P.O. Box 90
   Craig, AK 99921

9. District Manager
   S/E Lands District
   D.N.R., State of Alaska
   230 South Franklin, Room 407
   Juneau, AK 99801

10. Annette Island Forester
    ATTN: James G. Fisher
    P.O. Box 348
    Metlakatla, AK 99926

APPENDIX C

Tongass
National Forest
Ketchikan Area

Federal Building
Ketchikan, Alaska 99901
(907)225-3101

2300

December 9, 1983

Dear _____:

In the past few years the Forest Service in Ketchikan has noticed a marked increase in recreation activities on National Forest lands. The trend seems to be continuing and, if the Forest Service is to be responsive to the public, it is essential we plan for these increased activities.

With passage of the Alaska Statehood Act and the Alaska Native Claims Settlement Act, the land ownership pattern of the Tongass National Forest has changed substantially. Since we are neighbors and share many miles of common property lines, it would be beneficial to us to understand the philosophy of recreation management in your organization. A better understanding would allow the Forest Service to plan in harmony with your organization so that some recreation activities aren't duplicated nor others over-looked.

It would help us tremendously if you could spend some time and fill out the enclosed questionnaire. In order to complete this project, I would like to have it back by January 16, 1984. Of course, you will be furnished a copy of the results of the survey which may help you in your land management planning activities. If you have any questions, please call me at 225-3101, ext. 134.

Thank you for your time and effort!

Sincerely,

STEPHEN R. AMBROSE
Recreation and Lands Staff Officer

Enclosure

APPENDIX C

QUESTIONNAIRE

1. Recreation as an industry in Southeast Alaska continues to grow. Passengers disembarking at the Hollis ferry facility have increased from 6,281 in 1979 to 13,466 in 1982. When the decrease in the Forest products economy is taken into consideration, these figures would seem to indicate that recreation has increased dramatically. Tourism/Recreation is now the number three industry in Alaska.

   In parts of the "lower 48", the private sector has a well developed recreation/tourism industry that utilizes adjacent federal lands to promote their own facilities. The potential for similar development in Southeast is enormous.

   What role (if any) do you feel your organization has in providing recreation opportunities for the general public?

2. Recreation development on private or State lands can take the form of many opportunities. Corporations may wish to lease a specific site to private individuals who would in turn build facilities to service the general public. An example might be a recreational resort. On the other hand, the State/corporation may wish to develop this opportunity themselves. Hunting on private lands for an assigned fee is another example of potential opportunity.

   What role do you see emerging on your lands in the following specific activities? (If you do not feel you have a role in these activities, please share with us the reasons why.)

   A. Outfitter/Guide
   B. Campgrounds
   C. Resorts/Lodges
   D. Hunting, fishing, firewood gathering by the public
   E. Other

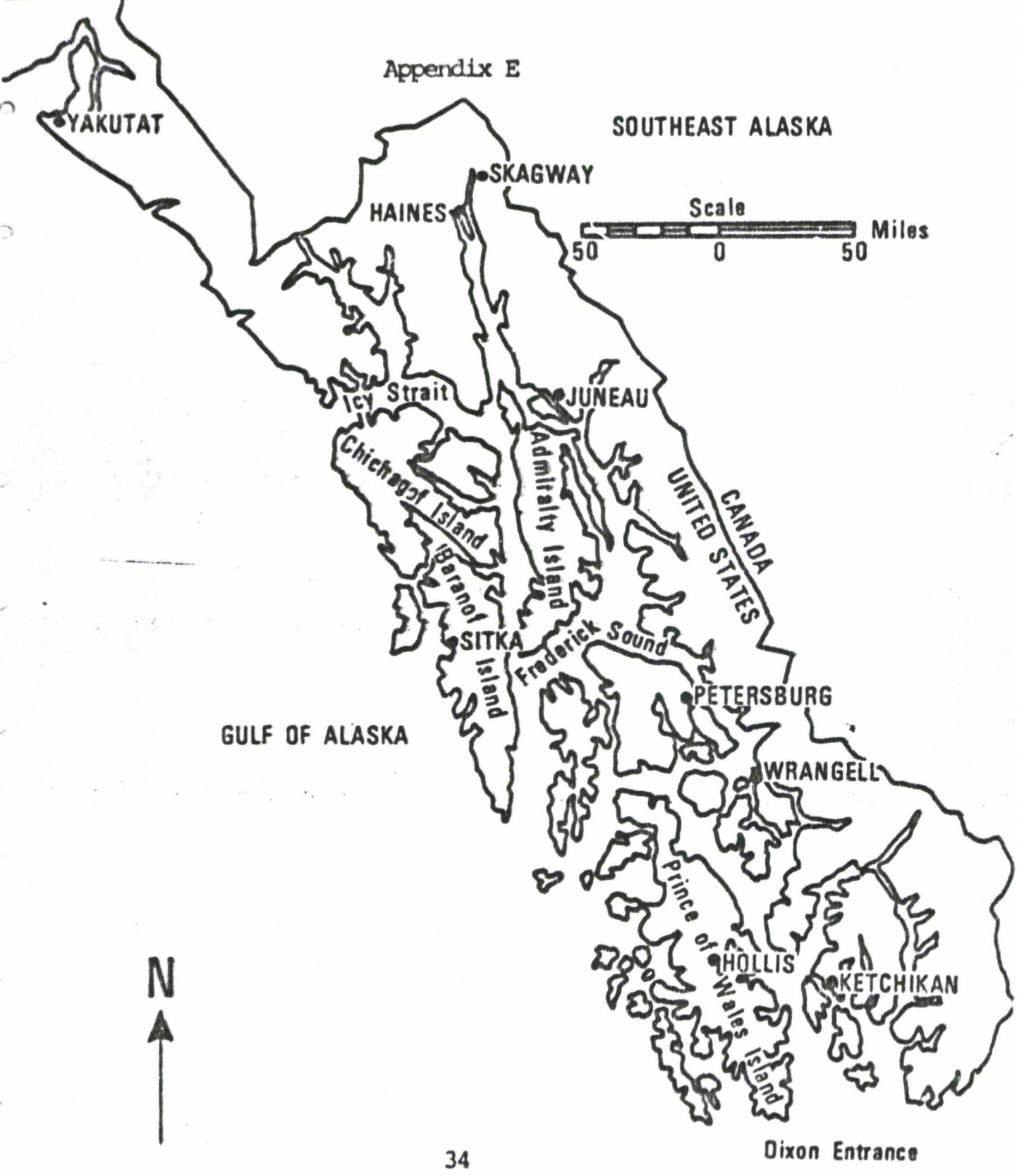
3. As adjacent landowners, the Forest Service is specifically interested in coordinating activities with your group. What role (if any) do you feel the Forest Service may have in helping you develop the recreation opportunities on your lands?

4. Southeast Alaska is changing. The influx of tourists along with the many new residents will continue to exert pressure on local governments and industries to provide more recreation opportunities. Many of these opportunities, however, take time to develop. Indeed, it is not uncommon for major ski resorts, for example, to take 10 to 15 years from conceptualization to full operation. Others of course may take a shorter time. With a 10-15 year planning time frame in mind, what potential opportunities (if any) for recreation do you foresee on your lands?

1231L

TONGASS
NATIONAL
FOREST
ARCHIPELAGO
DIXON ENTRANCE
SPECTRUM RANGE
COAST MTNS
MT HICKMAN 9740
MT RATZ 7020
SHEPPARD PK 8250
MT ALGER 6890
DELTA 7640
MT KNIPPLE 8400
KATES NEEDLE
MT WHIPPLE 5745
MT POUNDER 7600
MT BAYARD 5547
Kake
Petersburg
Wrangell
Kupreanof Island
Kuiu Island
Mitkof I
Zarembo Island
Wrangell Island
Etolin I
Prince of Wales Island
Heceta I
Noyes I
Baker I
Suemez I
Craig
Klawock
Hydaburg
Ketchikan
Revillagigedo I
Duke I
Cape Decision
Cape Chacon
Cape Muzon
Cape Knox
Langara I
Graham Island
Dundas I
Zayas I
Melville I
Chatham
Prince Ru
Stephens I
Porcher
Rose Pt
Mc Intyre Bay
Old Massett
Tow Hill
MT PYOT 4122
Thomas Bay
Petersburg Creek-Duncan Salt Chuck Wilderness
Kootznoowoo Wilderness
Warren Island Wilderness
Maurelle Islands Wilderness
South Prince of Wales Wilderness
Coronation Island Wilderness
Forrester Island National Wildlife Refuge
Annette Island Indian Reservation
Behm Canal
Clarence Strait
Sumner Strait
Sea Otter Sound
Nichols Passage
Revillagigedo Channel
Goldsmith Bay
Marten Arm
Bell Arm
Hassler Pass
Point Baker
Kasaan
Craig
Ernest Sound
Boundary
International Boundary
Indefinite

Appendix E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UNITED STATES
CANADA
Baranof Island
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PETERSBURG
GULF OF ALASKA
WRANGELL
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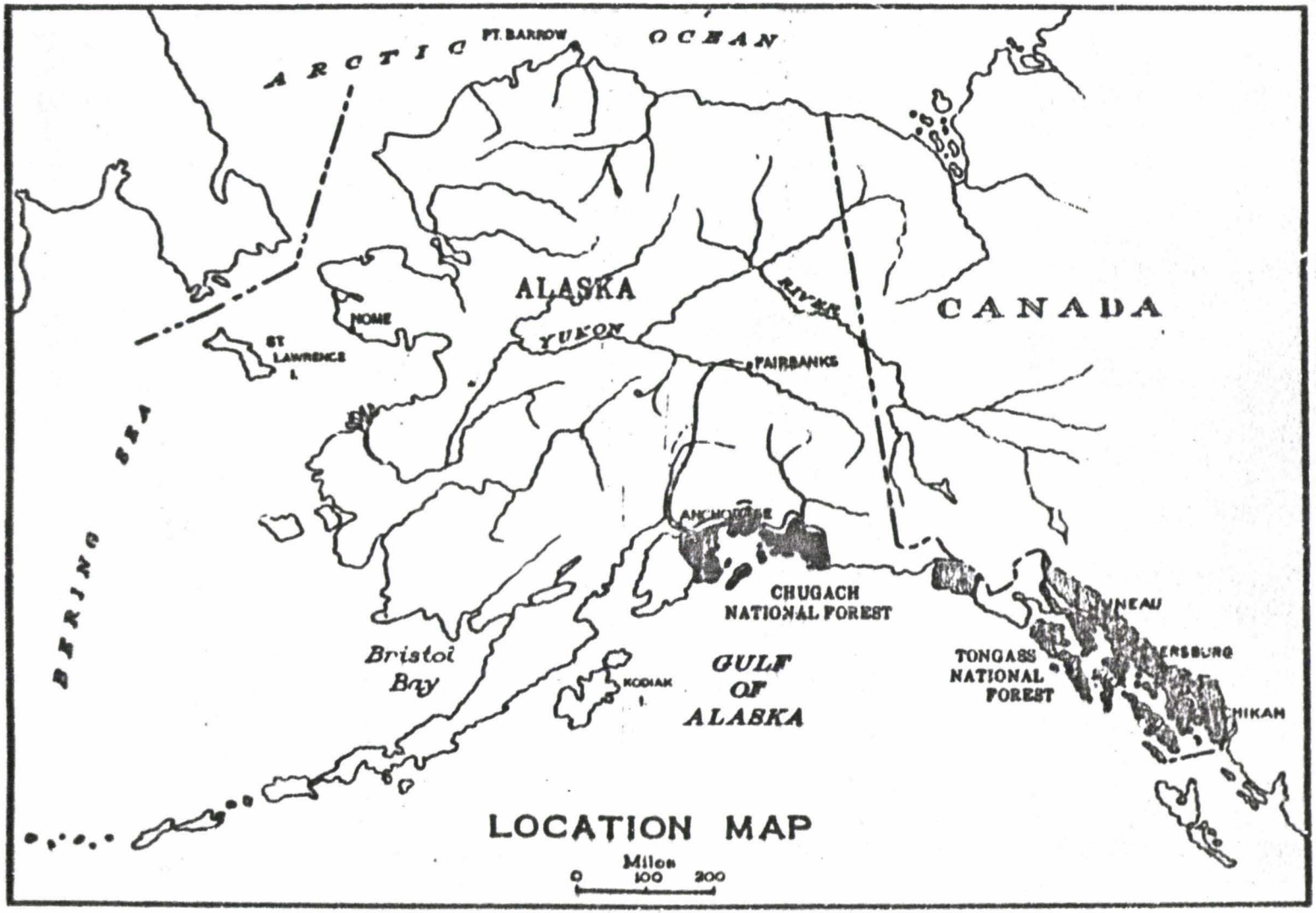
ARCTIC OCEAN
PT. BARROW
ALASKA
CANADA
YUKON RIVER
NOME
ST LAWRENCE I.
FAIRBANKS
BERING SEA
ANCHORAGE
CHUGACH NATIONAL FOREST
Bristol Bay
KODIAK I.
GULF OF ALASKA
TONGASS NATIONAL FOREST
JUNEAU
KETCHIKAN
LOCATION MAP
Miles
0 100 200